

Message Text

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ACTION EB-07

INFO OCT-01 EUR-12 ISO-00 SSO-00 NSCE-00 INRE-00 USIE-00

CAB-02 CIAE-00 COME-00 DODE-00 DOTE-00 INR-07 NSAE-00

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FM USMISSION USBERLIN

TO SECSTATE WASHDC IMMEDIATE 2141

INFO AMEMBASSY BONN

AMEMBASSY LONDON

AMEMBASSY PARIS

C O N F I D E N T I A L USBERLIN 0533

E O 11652: GDS

TAGS: EAIR, WB, UK, FR, US

SUBJ: CIVAIR: BERLIN CHARTERS TO LONDON AND PARIS

REFS: A) STATE 058370, B) USBERLIN 505, C) BONN 4260

1. WE REALIZE THAT ALL REASONABLE ARGUMENTS HAVE BEEN USED WITHOUT AVAIL SO FAR, AND WELCOME DEPARTMENT'S DETERMINATION TAKE FIRMER STAND WITH BRITISH. WE WONDER, HOWEVER, WHETHER THERE MAY NOT BE SOME STICK BETTER THAN BERLIN WITH WHICH TO BEAT BRITISH, OR ALTERNATIVELY WHETHER THERE MAY NOT STILL BE CHANCE BRITISH CAN BE BROUGHT AROUND BY FORCEFUL PERSUASION. IN BERLIN TERMS, IN OTHER WORDS, WE MIGHT BE LOSING MORE THAN WE WOULD BE GAINING, BY DISAPPROVING NEXT DANAIR OR LAKER CHARTER REQUESTS TO LONDON, AND WE URGE CAREFUL WEIGHING OF OVERALL BERLIN EFFECTS BEFORE FINAL DECISION MADE.

2. FOLLOWING ARE OUR PRIMARY REASONS FOR CONCERN:

A. ALLIES WOULD INEVITABLY BE PICURED AS ENGAGED IN MESS COMMERCIAL SQUABBLE IN WHICH BERLIN TRAVELLING PUBLIC WOULD BE LOSER. THIS WOULD
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SEVERELY BURDEN ALLIED-GERMAN RELATIONS IN AVIATION

FIELD. ALLIED MONOPOLY ON CIVIL AVIATION WOULD COME UNDER HEAVY FIRE AT TIME WHEN ALLIES DESIRE GERMAN UNDERSTANDING AND SUPPORT FOR NEW FARE INCREASE.

B. BRITISH (AND FRENCH) ACTION TO PROTECT COMMERCIAL INTERESTS OF THEIR AIRLINES HAVE ALREADY CAUSED SOME DAMAGE TO PRINCIPLE THAT OVERRIDING SECURITY INTERESTS REQUIRE ALLIES TO DEAL WITH BERLIN QUESTIONS IN A UNIFIED WAY THAT TAKES PRIMARY ACCOUNT OF COMMON POLITICAL CONSIDERATIONS. WE HAVE BEEN PROVOKED BY BRITISH AND FRENCH, BUT IF WE FOLLOW THEIR PATH AND USE SPECIAL BERLIN PROCEDURES FOR UNILATERAL ADVANTAGE, WE FEAR THAT A BASIC BERLIN PREMISE WILL HAVE BEEN FATALLY COMPROMISED AND THAT THIS COULD EVENTUALLY IMPAIR COOPERATION IN MANY AREAS HERE, PERHAPS AFFECTING OVERALL ALLIED COOPERATION IN BERLIN TO DANGEROUS DEGREE. AS IMMEDIATE EXAMPLE, ALLIED SOLIDARITY (AND GERMAN UNDERSTANDING FOR PRIMACY OF POLITICAL-SECURITY CONSIDERATIONS EVEN AT SOME PRACTICAL COST) MAY BE MORE NECESSARY THAN NORMAL OVER NEXT FEW WEEKS TO HANDLE REICHSBAHN PROBLEM. BRITISH HAVE TO SOME EXTENT BEEN ODD MAN OUT ON THIS, AND WE WISH TO ENCOURAGE RECENT SIGNS OF THEIR MOVEMENT TO COMMON POSITION. IT IS OUR HOPE THAT MORE REASONABLE COMMON POSITION ON BERLIN CHARTERS AND AVIATION GENERALLY IS ALSO ACHIEVABLE BY SOME OTHER MEANS THAN THOSE PROPOSED REF A. EMBASSY PROPOSAL FOR RESPONDING TO NEW PAPER ON GENERAL FLIGHT QUESTIONS TABLED BY BRITISH IN BONN CAA GROUP MARCH 11 MAY OFFER SUCH A POSSIBILITY (REF C).

3. WE ALSO HAVE DOUBTS ABOUT OPERATIONAL EFFICACY OF PROPOSAL. WE UNDERSTAND (AND WOULD APPRECIATE USCAA CONFIRMATION) THAT LONG-STANDING CAA TRADITION HAS BEEN THAT CLEARANCE BY NATIONAL CAA IS BASICALLY ALL THAT IS REQUIRED FOR CHARTER FLIGHT TO HIS CAPITAL. THIS IS GENTLEMEN'S AGREEMENT NOT TO BE FOUND ON PAPER, BUT DEPARTMENT CONFIDENTIAL

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PROPOSAL COULD LEAD TO THOROUGHLY UNHAPPY SITUATION WHEREIN BRITISH GO AHEAD WITH CHARTERS DESPITE USCAA VETO. IN THAT EVENT WE COULD THEORETICALLY BLOCK CHARTERS BY USE OF BARTCC CLEARANCE MECHANISM (BARTCC IS UNDER US COMMAND), BUT WE WOULD STRONGLY OPPOSE SUCH A DRACONIC MEASURE. BARTCC HAS ALLIED BRIEF TO CONTROL ALL AIR TRAFFIC TO BERLIN ON BEHALF OF THREE POWERS, HAS FRENCH AND BRITISH

CONTROLLERS AS WELL AS AMERICAN, AND ITS USE TO
HELP SOLVE A US COMMERCIAL PROBLEM WOULD BE HISTORIC
BREACH OF PRINCIPLE OF ALLIED SOLIDARITY.

4. AT VERY LEAST IF DEPARTMENT WISHES TO PROCEED
WITH PROPOSAL, WE WOULD FAVOR GIVING BRITISH
ADVANCE WARNING THAT WE PLAN TAKE STRONG MEASURES
IN VIEW OF UNYIELDING BOARD OF TRADE ATTITUDE.
APPROACH MIGHT BEST BE MADE IN BERLIN BETWEEN
MINISTERS. BRITISH WOULD THEREBY HAVE OPPORTUNITY
TO RECONSIDER THEIR STANCE AT HIGH LEVELS IN
LONDON AND PERHAPS PRODUCE COMPROMISE RATHER THAN
SEE SQUABBLE IN CAA FORUM. GEORGE

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